United Nations S/2013/56

Security Council

Distr.: General
25 January 2013

Original: English

Letter dated 25 January 2013 from the Secretary-General addressed to the President of the Security Council

In accordance with the request of the Security Council in paragraph 5 of resolution 2073 (2012) concerning the implementation of the mandate of the African Union Mission in Somalia, I have the honour to transmit the attached report (see annex).

I should be grateful if you would bring the report to the attention of the members of the Security Council.

(*Signed*) **BAN** Ki-moon

13-21797 (E) 300113

Please recycle

Annex

Report on the implementation of the mandate of the African Union Mission in Somalia, pursuant to paragraph 5 of Security Council resolution 2073 (2012)

I. Introduction

1. The present report is submitted pursuant to paragraph 5 of United Nations Security Council resolution 2073 (2012). In that resolution, the Council requested the African Union to keep it regularly informed, through the Secretary-General, on the implementation of the mandate of the African Union Mission in Somalia (AMISOM) and to report to the Council, through the provision of written reports, 60 days after the date of the resolution.

2. The present report provides a brief update on the main political and security developments in Somalia during the period under review. It also covers the activities undertaken by AMISOM in pursuit of its mandate and concludes with observations on the way forward.

II. Main political and related developments

3. As the Security Council is aware, Somalia entered into a new political dispensation when, in September 2012, through a credible, but arduous, democratic process, the new Federal Parliament elected a new President, thereby constitutionally ending the eight years of transitional arrangements that had been established with the adoption of the Transitional Federal Charter, in 2004, and the complementary Djibouti process. President Hassan Sheikh Mohamud was formally inaugurated in Mogadishu on 16 September 2012. Thereafter, he outlined the six immediate priorities of his Government, namely, security, national reconciliation, social service delivery, public financial management, economic development and justice. He also stressed that he would reach out to armed opposition groups and continue dialogue with Somaliland. On 6 October 2012, he nominated Abdi Farah Shirdon as Prime Minister. The Prime Minister and his Cabinet were endorsed by the Parliament on 13 November 2012. Since then, the Somali authorities have taken a number of steps in implementation of the priorities they have outlined.

4. In November 2012, the Federal Parliament finalized and adopted a four-year strategic plan, including its internal working regulations. It also established 15 parliamentary committees with elected chairpersons, vice-chairpersons and secretaries. The parliamentary committees, three of which are chaired by female parliamentarians, will go a long way in improving the effectiveness of the Parliament in discharging its legislative and oversight functions. Furthermore, the Parliament has identified 11 projects aimed at enhancing its capacity, including the establishment of a functional secretariat. It has outlined its legislative agenda, which has been shared with the Government. This includes a number of priority legislations, together with their timelines, that the Federal Government has to table before the Parliament in accordance with the Provisional Federal Constitution. Furthermore, some articles in the Provisional Federal Constitution have been

suspended, notably the establishment of an upper house, a political development which is being contested by Puntland.

5. On 13 December 2012, the Prime Minister, in consultation with the President, members of the Parliament and representatives of Somali civil society, appointed five Ministers of State and 20 Deputy Ministers. This was in response to concerns that the Cabinet was not inclusive.

6. The new Government is taking concrete steps to revitalize or establish governance institutions and appoint the required leadership to administer them. Consequently, the leadership and management of financial institutions, such as the Central Bank, the Office of the Accountant-General and the Office of the Auditor-General, are being restructured in line with the six-pillar policy of the Government. A similar process is under way for other institutions. The Government is now tightening its oversight and control on public revenue generation and expenditure in order to enhance transparency and accountability. Further reorganization is also expected in the civil service to bring on board the required permanent secretaries, directors-general, directors and ambassadors in the Foreign Service.

7. The Government has started to work with the existing interim regional administrations in south-central Somalia. Specifically, it is facilitating a Reconciliation Conference that will bring together the elders, leaders and intellectuals from six regions, namely, Lower Juba, Middle Juba, Bay, Bakool, Gedo and Lower Shabelle. The Conference is expected to agree on modalities for the establishment of local, regional and state administrations, using a bottom-up approach.

8. On 6 December 2012, the Intergovernmental Authority on Development (IGAD) Joint Committee for the Grand Stabilization of South-Central Somalia met in Addis Ababa to enhance coordination and review membership of the Committee. At the end of the meeting, a memorandum of understanding was adopted expanding the membership of the Committee (that initially comprised representatives of Ethiopia, Kenya and Jubaland) to include the Federal Government of Somalia, which is now to serve as the Chair of the Committee. Following the adoption of that memorandum of understanding, a high-level delegation from the Government visited Kismaayo in December 2012 for a meeting with the interim administration. The two sides agreed to form a new administration based on the country's Constitution and discussed the integration of Ras Kamboni brigade into the Somali National Security Forces.

9. Considerable efforts have been made to reach out to Somalia's neighbours and strengthen the country's bilateral and multilateral relations. In this respect, President Mohamud paid working visits to all the member States of IGAD. Outside the region, President Mohamud has also visited Turkey. On her part, the Deputy Prime Minister and Minister for Foreign Affairs, Fawzia Aden, visited London, where she was received by the Secretary of State for Foreign and Commonwealth Affairs of the United Kingdom of Great Britain and Northern Ireland, William Hague, and with whom she discussed the planned London Conference on Somalia, to be held in May 2013.

III. Security situation

10. The security situation has continued to improve thanks to the sustained efforts of the Somali National Security Forces and AMISOM. During the reporting period, the Somali National Security Forces and AMISOM further expanded their areas of control. However, a number of challenges remain, which require continued efforts and enhanced support to free the rest of the country from the control of Al-Shabaab.

11. In Sector 1 (Banadir, Lower and Middle Shabelle), the Somali National Security Forces and AMISOM forces secured the town of Jawhar, 90 km north-west of Mogadishu, on 9 December 2012. The town, which is also the capital of Middle Shabelle, has served as a major base for Al-Shabaab since it was pushed out of other areas in south-central Somalia.

12. Significant progress has also been made in Sector 2 (Lower and Middle Juba) during the reporting period. The Somali National Security Forces and AMISOM forces continued to consolidate security in and around Kismaayo, where they have deprived Al-Shabaab of revenue from seaport taxation, custom duties and smuggling of contraband, notably the import and export of charcoal and sugar. In November 2012, the Somali National Security Forces and AMISOM forces secured the town of Bulo Xaji, a critical supply route. Preparations are under way to expand the operations of the Somali National Security Forces and AMISOM forces to Jilib and Jamaame.

13. In Sector 3 (Gedo, Bay and Bakool), the existing 1,050 AMISOM troops will be joined by an additional 1,500 troops, who are now advancing from Afgoye to Baidoa, with the aim of connecting the Middle and Lower Shabelle regions to the Bay and Bakool regions. At the time of finalizing the present report, those forces had moved beyond Lego village, which is situated 104 km from Baidoa.

14. In Sector 4 (Galguduud and Hiraan), Djiboutian troops have now fully deployed. AMISOM forces, with the support of the Somali National Security Forces and the Ethiopian National Defence Forces, continue to consolidate security in key towns and villages. This is a critical area as it is being used by Al-Shabaab as a transit route towards Puntland and other northern parts of the country.

15. The AMISOM formed police units, together with the Somali Police Force, are now conducting 24-hour patrols in Mogadishu. The formed police units are also providing VIP escorts and protection to AMISOM personnel and are increasingly taking responsibility for security during major public functions. In addition to contributing to relieving the AMISOM forces from performing policing activities, such as escorts and public order duties, the formed police units are also helping to restore public confidence and security in Mogadishu. On their part, the individual police officers are continuing to mentor and advise their Somali Police Force counterparts. Thanks to the escort and security provided by the formed police units, the individual police officers are now able to reach out to more police stations, thus enhancing their mentoring and advisory functions to the Somali Police Force.

16. Although the combined Somali National Security Forces and AMISOM operations have created tangible security gains and have significantly weakened Al-Shabaab, the extremist group continues to pose a major threat and still retains the ability to strike, especially through improvised explosive devices, targeted assassinations and suicide attacks. Al-Shabaab has melted into the local communities and relocated

much of its manpower and equipment to areas such as Middle Juba, Baraawe in Lower Shabelle, the northern parts of Middle Shabelle, parts of the Bakool region, Buulobarde in Hiraan, Galguduud regions and Golis Mountain (Puntland), where the Somali National Security Forces and allied militia have a limited presence. They have also established a presence in some parts of Somaliland, and continue to access weapons and other logistics through the seaports of Baraawe, Ceeldheere, Cadale and Xarardheere.

17. Al-Shabaab skilfully exploits clan differences in an effort to boost its ranks. It also resorts to methods, such as extortion of businesses, establishment of illegal checkpoints and increased linkages with criminal networks, to fund its operations. While there have so far been no clear linkages between pirates and Al-Shabaab, there are concerns that this may change as Al-Shabaab moves into the piracy heartlands, such as Xarardheere and the seaports of Hobiyo, Ceeldheere and Cadale, as it becomes more financially desperate.

18. Al-Shabaab enjoys the support of a core group of around 400 foreign fighters that move around Somalia and provide mentorship to its fighters and extremist jihadists from the region and beyond. There are indications that Al-Shabaab has intensified its outreach in the region, attempting to establish links with local extremist groups. It continues to recruit fighters in neighbouring countries, train them and facilitate the return of those who want to wage war against their homeland, as demonstrated by: the recent spate of attacks in Kenya; the arrest on 7 December 2012 in Sudan's Al-Dandar Wildlife Park, in the central state of Sennar, of 25 Islamist extremists who were training with a view to joining Al-Shabaab; and Ethiopia's arrest, on 1 January 2013, of 15 suspected militants trained by Al-Shabaab who were plotting attacks.

IV. AMISOM deployment

19. With the full deployment of the Djiboutian contingent in Sector 4 (Beledweyne), which was completed at the end of November 2012, the strength of AMISOM uniformed personnel now stands at 17,709. This number comprises 5,432 troops from Burundi, 960 from Djibouti, 4,652 from Kenya and 6,223 from Uganda. The Sierra Leone battalion of 850 is now due to deploy in February and March 2013, after which Kenya will reduce its contribution by one battalion. There are 81 staff officers from Burundi, Cameroon, Djibouti, Ethiopia, the Gambia, Ghana, Kenya, Niger, Nigeria, Senegal, Sierra Leone, Uganda and Zambia. There are also 81 individual police officers from Burundi, Gambia, Ghana, Kenya, Nigeria, Sierra Leone, Uganda and Zimbabwe, as well as two formed police units of 140 police elements each from Nigeria and Uganda.

20. On 1 November 2012, the African Union appointed a new Special Representative for Somalia and Head of AMISOM in the person of Mahamat Salah Annadif of Chad. A former African Union Representative to the European Union in Brussels, Ambassador Annadif has extensive diplomatic and public service experience, having served, in particular, as his country's Foreign Minister. He replaced the previous Special Representative for Somalia, Ambassador Boubacar Gaoussou Diarra. Ambassador Annadif assumed his post in Mogadishu on 12 December 2012.

21. In its resolution 2073 (2012), adopted on 7 November 2012, the Security Council decided, on an exceptional basis and owing to the unique character of the Mission, to extend the United Nations logistical support package for AMISOM civilian personnel for a further 50 civilian personnel, on a temporary basis to be reviewed after the strategic reviews by the United Nations and the African Union. As a follow-up, the Commission has developed a Concept Paper for the deployment of 50 civilians who will be deployed in the four Sectors in support of the ongoing AMISOM operations. Those civilians will also work with local government officials and community groups in the recovered areas to facilitate the extension of State authority, by ensuring effective linkage with the Government in Mogadishu, and the provision of basic services to the population, especially through the implementation of quick-impact projects. They will also perform other key functions, including provision of support to local reconciliation and promotion of human rights, and will support initial steps regarding security sector reform, including the management of disengaged fighters.

22. The Commission has commenced the recruitment process for those posts, and is also considering the possibility of utilizing available rosters to identify and facilitate the speedy recruitment and deployment of the required personnel. At the same time, the Commission has requested the United Nations Support Office for the African Union Mission in Somalia to put in place the required logistical arrangements to facilitate the deployment of civilian presence in all Sectors.

23. At its 337th meeting, the African Union Peace and Security Council requested the Security Council to authorize a four-month technical rollover of the United Nations support package, as provided for by resolution 2036 (2012) of 22 February 2012, with the inclusion of additional support regarding the civilian and maritime components of the Mission, to take into account urgent needs arising from the realities on the ground. Such a technical rollover was to be granted pending the completion of the AMISOM Strategic Review, which is addressed below.

24. On 31 October 2012, the Security Council adopted resolution 2072 (2012), through which it extended the mandate of AMISOM until 7 November 2012, noting the exceptional circumstances in New York City arising from Hurricane Sandy and recognizing, in those exceptional circumstances, the need for a short extension of the mandate of AMISOM. On 7 November 2012, the Council adopted resolution 2073 (2012), authorizing the member States of the African Union to maintain the deployment of AMISOM until 7 March 2013. It also requested the Secretary-General to continue to provide the logistical support package for AMISOM, as referred to in its relevant resolutions.

V. AMISOM support to the Federal Government of Somalia

25. During the reporting period, AMISOM components (substantive civilian, police and military) undertook a number of activities in support of the Federal Government of Somalia. They cover stabilization and governance in the liberated areas, gender issues, the management of disengaged fighters, support to the Somali National Security Forces and capacity-building for the Somali civil service.

Support to stabilization and governance in the liberated areas

26. Further to IGAD efforts in support to the stabilization of areas recovered from Al-Shabaab, the Government, in collaboration with AMISOM, organized a workshop on the theme "Getting the stabilization programme forward", on 12 and 13 December 2012, at the AMISOM headquarters in Mogadishu. The workshop was attended by senior government officials, including the Office of the President, the Office of the Prime Minister and the Ministry of Internal Security.

27. The workshop resolved that the Government would set the priorities for the recently liberated areas, which would include the consolidation of security, local reconciliation and the provision of basic services. On its part, AMISOM pledged to support the Government in extending its authority in all the newly recovered areas, in providing peace dividends through the implementation of quick-impact projects, and in facilitating access to humanitarian assistance in coordination with the Government.

Support to the Female Caucus of the Federal Parliament

28. During the reporting period, the AMISOM Gender Unit undertook activities aimed at enhancing the role of women in the new political dispensation and advancing gender issues in the implementation of the mandate of AMISOM. In this respect, the Unit organized a televised and radio broadcast debate in Mogadishu, on 12 November 2012, on how to empower Somali women across the country and how they can better engage elders and politicians. The event, which brought together elders, academicians, female activists and parliamentarians, as well as religious leaders, discussed the role of women in politics and in the post-conflict period. The meeting also discussed challenges such as the lack of education and the misuse of religion and radicalization.

29. In December 2012, the AMISOM Gender Unit also convened a needs assessment workshop for female members of the Federal Parliament in Kampala, Uganda. The goal of the workshop, attended by female parliamentarians from countries of the region, was to assess the needs of female parliamentarians, while also providing a networking opportunity between them and their counterparts from the region. It also provided a platform for the sharing of experiences and lessons learned. On that basis, the workshop agreed on the formation of a Caucus to implement an Action Plan to promote the agenda on women's issues, starting with gender mainstreaming of all future legislations, including those relating to governance and stabilization in Somalia.

30. The AMISOM Gender Unit is engaged with relevant partners, such as the Joint United Nations Programme on HIV/AIDS and the United Nations Population Fund. The objective is to explore the possibility of partnership and coordination on matters of priority relevant to their respective mandates and jurisdictions in Mogadishu and in the newly recovered areas.

Support for the management of disengaged fighters

31. Somalia and AMISOM continue to be confronted with several caseloads of disengaged fighters. AMISOM is currently holding 249 voluntarily disengaged fighters in Mogadishu, while the Federal Government is holding an estimated 1,500 former fighters. Most of those held by the Government were either captured

or arrested by the Somali National Security Forces or by AMISOM. The voluntarily disengaged fighters held by AMISOM are persons who have defected from Al-Shabaab for various reasons. There are also a large number of defections that have not been recorded, because some of the fighters were previously members of clan militias and have now blended back into their clans. This group is of particular concern because, if given monetary incentives, they could be remobilized by Al-Shabaab.

32. In an effort to build the capacity of the Government to manage the disengaged fighters, AMISOM, in collaboration with the United Nations Political Office for Somalia (UNPOS) and other partners, organized a training session for AMISOM and Somali National Security Forces commanders in Nairobi from 4 to 6 December 2012. The training focused on how to handle disengaging fighters, on international humanitarian law, on human rights and on child rights, among others. The Government and AMISOM are also working together on appropriate programmes that would present more sustainable and durable solutions for managing those defectors who have returned to their clan militias.

Support to the Somali National Security Forces

33. It should be recalled that before the end of the Transition, the Commission organized a series of workshops on the Somali security sector empowerment that led to the development of a concept of operations for the mechanism to be put in place in order to facilitate the effective integration of the regional and allied forces into the Somali National Security Forces and the establishment of a unified command and control architecture. The document has since been submitted to the new Somali authorities for review, update and endorsement before it is submitted to the Peace and Security Council and, subsequently, to the Security Council. It is the expectation of the African Union that the international community will provide the required support, for this is critical to the achievement of sustainable peace and stability in Somalia.

34. Somalia's armed forces currently consist of senior officers in need of refresher training and a large number of new recruits with limited or no training at all in international humanitarian law. As part of its efforts aimed at enhancing the effectiveness of the Somali National Security Forces, AMISOM, working in close collaboration with the Government and supported by the African Centre for the Constructive Resolution of Disputes, convened a workshop on international humanitarian law for 41 officers in Djibouti from 29 to 31 October 2012. The workshop: provided an opportunity to demonstrate the importance and relevance of international humanitarian law and human rights; promoted understanding of international humanitarian law, in particular the essential rules of law that are relevant to the officers' operational functions; and identified gaps and challenges to compliance with international humanitarian law in the context of the conflict in Somalia.

35. At the end of the workshop, participants adopted a plan of action, which included an implementation strategy to ensure compliance by the Somali National Security Forces with international humanitarian law. Follow-up activities were also agreed upon, including: the conduct of similar training at all appropriate command and staff levels; the conduct of training-of-trainers workshops on international humanitarian law; the development of relevant policy and necessary law reforms;

the establishment of an international humanitarian law commission; parliamentary ratification of the Additional Protocols to the Geneva Conventions and of the Convention of the Rights of the Child as committed to in its universal periodic review report of 2012; and the strengthening of rule of law institutions, including the military courts system.

36. Between December 2012 and January 2013, AMISOM trained 80 Somali Police Force officers in criminal investigation. The training, which took place at the General Kahiye Police Academy in Mogadishu, will be extended to an additional 80 police officers.

37. Furthermore, AMISOM police, in collaboration with the Djibouti National Police and the Italian Carabinieri, will launch, starting from 17 January 2013, a training programme for 200 personnel from the Somali Police Force on public order management at the Djibouti National Police Academy. The course will go a long way in building the capacity of the Somali Police Force in the maintenance of law and order. The African Union wishes to pay tribute to the Governments of Djibouti and Italy for their support in facilitating the development and conduct of this training programme.

Capacity-building for the Somali civil service

38. In January 2013, AMISOM launched a series of training workshops for the Somali civil service. The training involved 120 public servants, including secretaries, protocol officers and senior-level administrators. It is funded by the Government of Italy and is facilitated by the University of South Africa Graduate School of Business Leadership. This activity is part of the implementation of the plan of action agreed upon between the Somali Government and the African Union following a needs assessment workshop held in Kampala, Uganda, in March 2012. Since then, AMISOM has carried out a number of capacity-building activities, including facilitating two weeks of on-the-job training and mentorship in Liberia, Rwanda, Sierra Leone and Uganda, providing requisite working tools/equipment and renovating office spaces.

VI. AMISOM strategic review

39. At its 337th meeting, the African Union Peace and Security Council expressed full support to the decision of the Commission to undertake a strategic review of AMISOM and the implementation of its mandate, with a view to determining how best the Mission can further contribute to the stabilization of Somalia and the successful implementation of the priorities set by the Somali Government, in close coordination with an empowered and restructured Somali National Defence and Security Sector. The decision to undertake the review was made against the background of the significant political and security progress achieved in Somalia over the past months and, accordingly, the need to adjust the operations of AMISOM.

40. The review process was launched in December 2012 and is being carried out by a team of experienced civilian, military and police officers. The exercise has involved extensive consultations with the Somali authorities and other stakeholders. Consultations have also been carried out with the AMISOM troop- and police-contributing countries, other interested countries and IGAD, as well as with

international partners. The process will be completed at the end of January 2013 and the outcome submitted to the Peace and Security Council for its action as appropriate.

41. In undertaking the review, the Commission was mindful of the need to closely coordinate its efforts with the United Nations, as the latter is also carrying out a similar exercise regarding the future role of the United Nations in Somalia. It was against this background that the African Union requested the United Nations to lead the review process. Unfortunately, owing to its own constraints, the United Nations was not able to make available the Secretary-General's Military Adviser, as requested by the African Union. All the same, the team carrying out the AMISOM review has consulted regularly with the United Nations. Furthermore, relevant officials of the African Union Commission, including the Commissioner for Peace and Security, have held extensive meetings with the team working on the United Nations review. It is important to ensure that, as much as possible, the two reviews converge in order to facilitate a coordinated approach to the challenges facing Somalia and more effective international support.

VII. Observations

42. Somalia is continuing on the path of political progress since the advent of the new administration of President Hassan Sheikh Mohamud. Within the framework of his Government's six-pillar strategy, the President has provided clear direction on international community engagement with Somalia within the context of the new political dispensation in the country. I encourage the Somali stakeholders to remain steadfast and to continue to put the interest of their country above any other consideration, as the tasks ahead will be even more complex and demanding.

43. The efforts of the Somali Government to build strong institutions and embark on the path to recovery should be fully supported by the international community, in order to maintain the current momentum. Such support should be based on the priorities outlined by the Somali authorities and be commensurate with the immense needs on the ground. I reiterate the call by the African Union Peace and Security Council on the United Nations Peacebuilding Commission to take steps to contribute actively to post-conflict reconstruction and development in Somalia. On its part, the African Union Commission is planning to include Somalia in the list of pilot countries covered by the African Solidarity Initiative, which was launched in July 2012, with a view to mobilizing, from within the continent, resources for African countries emerging from conflict. Furthermore, steps should be taken to support the restructuring and empowerment of the Somali National Security Forces, including through the supply of stipends, equipment, weapons and ammunitions. As stressed by the Peace and Security Council, this will require, within a transparent and orderly framework, the lifting of the arms embargo as it relates to the Somali National Security Forces, while maintaining it against non-State actors.

44. The African Union also notes with satisfaction the gains that continue to be made by the Somali and AMISOM forces, reiterates its appreciation to the AMISOM troop- and police-contributing countries for their unwavering commitment and the sacrifices they have made. The courage and steadfastness of the Somali forces, as well as of the women and men serving under AMISOM, who are working under extreme difficulties to further the cause of peace and stability in Somalia, is

applauded by the African Union. The ongoing review of the Mission will enable the Commission to determine how best AMISOM can continue to support the stabilization process of Somalia. The African Union would also like to express its appreciation to Ethiopia, Chair of IGAD, and the other members of the regional organization for their role and outstanding contribution to the quest for peace, stability and reconciliation in Somalia. The African Union thanks the United Nations, including the Security Council, for its continued support to its efforts in Somalia.